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REPORT ON THE USE OF PRISON LABOUR IN FORESTRY CAMPS



DEPARTMENT OF LANDS AND FORESTS

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ONTARIO

DEPARTMENT OF LANDS AND FORESTS

REPORT ON THE USE OF PRISON LABOUR
IN FORESTRY CAMPS:

A review of the programme

Prof. Jaffray.
with compliments
of
W. Stett.

Ontario Department of Lands and Forests

Timber Branch, Silviculture Section

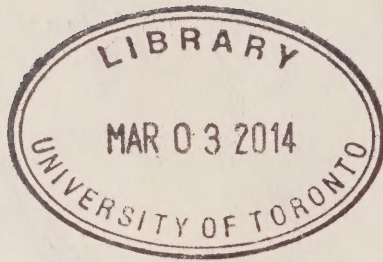
- 1963 -



DEPARTMENT OF LANDS AND FORESTS

REPORT ON THE USE OF PERSONAL
IN FORESTED AREAS

A review of the program



Ontario Department of Lands and Forests
Timber Branch, Division of Forestry

1983

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REPORT ON THE USE OF PRISON LABOUR IN
FORESTRY CAMPS

FOREWORD

Purpose of the Report

This report summarizes information received concerning the use of prison labour in forestry camps. The working relationships between the forestry and correctional departments concerned are also discussed.

Survey Area

The jurisdictions surveyed comprise:

In Canada - that of the Dominion and those of the Provinces of British Columbia, Alberta, Saskatchewan, Manitoba, Ontario, and New Brunswick.

In U.S.A. - that of the Federal Service and those of the States of California, Wisconsin, Michigan and New York; and

In Other Countries - those which are discussed in publications of the United Nations.

Letters and reports, giving details, are on file in the Timber Branch, Silviculture Section, Downsview.

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Summary

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ABSTRACT

Minimum security or "honour" forestry camps for convicted youths and men are widely used, and their use is increasing. These "open" institutions, which give comparative freedom, are hailed as a progressive measure in reform. Inmates must be carefully selected and only a small proportion (up to 12%) of convicts are suitable. Camps are kept small, housing only 16-100, for reasons concerned with available work, rehabilitation and custody. Social workers stress their value in teaching good work habits and better attitudes toward society, as salvageable inmates should be segregated from others and placed in small groups directed by officers well acquainted with each member. Sympathetic co-operation of both forestry and correctional staff is necessary for success. This implies careful selection and training of staff members.

The co-operating agencies report a variety of arrangements in accommodations, administration and work. All agree that the camp inmates do much useful forestry work which would not be done otherwise; and they also believe that the programmes are salvaging many human careers.

ABSTRACT

Minimum necessity of "honorary" forestry camps for convicted youths and men are widely used, and their use is increasing. These "open" institutions, which give comparative freedom, are being used as a progressive measure in reform. These camps are carefully selected and only a small proportion (up to 10%) of convicted are admitted. Camps are kept small, housing only 10-100, for reasons concerned with discipline, rehabilitation and custody. Social workers assess their value in teaching good work habits and better attitudes toward society, as rehabilitative inmates should be segregated from others and placed in small groups directed by officers well acquainted with each member. Sympathetic co-operation of both forestry and correctional staff is necessary for success. This implies careful selection and training of staff members.

The co-operating agencies report a variety of advantages in socialization, administration and work. All agree that the camp inmates do much useful forestry work which would not be done otherwise; and they also believe that the program is salvaging many young careers.

Canada

The Commissioner of Penitentiaries, in his Annual Report for 1960-61, stated that his Service had embarked upon a programme of development in accordance with the principles of providing for:

- (a) the custody of inmates;
- (b) their punishment, which includes discipline, treatment, and re-education leading to reform; and
- (c) the use of their time in custody to rehabilitate them.

The objectives in 1960-61 were:

- (a) to provide a training directed toward reform of the inmates,
- (b) to develop the staff to carry out that programme and
- (c) to establish the institutions required for that programme, that is the medium and minimum security places needed to complement the existing penitentiaries.

Three "minimum security" forestry camps were set up during 1960 in implementing this policy. One, at Agassiz Experimental Farm, British Columbia, provides labour for ditching, land clearing, and the operation of a 5,000 acre timber limit. Another is clearing land, building roads and preparing park areas for the National Capital Commission near Lake Leclerc, in Gatineau Park, Quebec; and a third at Landry Crossing in the Petawawa Military Camp, Ontario clears training areas for the army and does forestry work for the Federal Forestry Experimental Station there.

In 1961 three more camps were opened. One at Camp Gagetown, New Brunswick, clears training areas for the army; one in Belair Forest Reserve, Manitoba, does forest improvement work like eradicating mistletoe and releasing conifers from hardwood; and the other at "Little Norway" near Beaver Creek in the Gravenhurst area, Ontario, has a 300 acre tract of forestry land to develop, and is giving help to the Department of Lands and Forests, in fire fighting and forest improvement.

The Penitentiary Service has found that the cost of each camp is \$150,000 - \$200,000. Their standard is 80 inmates and 20 officers to a camp so that construction costs per inmate are roughly \$2,000 - \$2,500. Transfers to camps have been on a voluntary basis, and only a limited number of inmates preferred to leave the amenities of the city penitentiaries for the more arduous work and primitive conditions of camps.

While the inmates are working for the Ontario Department of Lands and Forests, the Department has supplied the necessary transportation and tools. When they are fire-fighting they are paid normal rates of \$1.00 per hour, the money being paid to the Penitentiary Service officers who credit it and give the cash to the inmate on his release. Our officers have been well pleased with the inmates as fire-fighters, for they work well when paid. As they do not work nearly as well when not paid, the Superintendent of the Beaver Creek Penitentiary Service Camp urges that we should offer a small incentive pay of 50 cents per day on other work, and "lay off" any who do not perform to a standard set by our foreman. Inmates receive an

allowance of 20-55 cents per day for canteen and rehabilitation money, but that allowance is dependent on behaviour and time spent in prison rather than on work done so that it is not an incentive to work.

Beaver Creek Camp officials are most anxious to provide their inmates with full-time useful work under near-normal conditions as they consider such work is the best treatment. They want to develop good work habits and so prepare their inmates to return to society as useful members. The rehabilitation money saved can be of great value in maintaining the former inmate while he is seeking work after release.

It is probable that the Penitentiaries Branch can supply an increasing number of inmates to work on Department of Lands and Forests projects, if suitable arrangements are made.

British Columbia

The British Columbia programme is described in a special publication "Project #46" which was prepared for a publicity tour by the press and the public. The purpose of the tour was to gain public acceptance of the forestry camp programme. British Columbia has now eight camps, each with a capacity of 60 inmates. They are divided into working crews of 15-20 men each, under one officer. As the officers have a five day week and eight-hour shifts, with the customary holidays, 13 staff members are needed for each camp. That

makes the ratio of staff to inmates about one to four or five, which is like that in the Penitentiary Service camps.

Two of the camps accept men for their full term, as do McCreights Dam and Hillsdale Camps in Ontario, and four are used as pre-release camps. Inmates are paid 10-80 cents per day, according to their rating as workers. Their productivity is considered to be about half that of free labour.

Their forestry work has included forest protection-fire-fighting and clearing roads, - establishment of tree nurseries, tree planting, thinning, pruning, logging, operating a sawmill, clearing brush from planting chances, making signs and maintenance.

The work is planned by Forestry Branch officers who keep a supervising official in each camp. He instructs Corrections officers on the techniques of fire-fighting, silviculture and the use of tools, and gets instruction from them on matters of custody and discipline. Liaison at Head Office is achieved through an Inter-Departmental Council, and, at other levels, through lectures and personal contact.

Both services appear to have been well pleased, and are proud to proclaim their success.

Alberta:

In 1960, the Alberta Attorney - General's Department and the Alberta Department of Lands and Forests started their forestry camp programme. One 16 - man camp operated from July 18 to November, with such pleasing results that five such camps were

set up in 1961 and eight in 1962. The working period was lengthened to the period June 1st to December; and in 1962 \$160,000 was provided to purchase more trucks and trailers for the eight camps, each of which now has three trailers, - a bunkhouse, a washroom, and a kitchen-diner. The Attorney General's Department accepts complete financial responsibility for the establishment and maintenance of the forestry camps although both departments took part initially. Trailers, rather than buildings, were found necessary because the work is not concentrated in one place and frequent moves are necessary.

At each camp there are two gaol "wardens" or guards. They alone give instructions or orders to the inmates. One forest officer is made responsible for assigning work at each camp and seeing that it is properly done. The work projects include clearing roads and trails, cutting and burning brush, general maintenance, silvicultural work and fighting fires.

Inmates are paid 50 cents a day for ordinary work and casual labour rates as fire-fighters. One ranger stated that a sixteen man inmate fire crew was worth a fifty-man "pick up" crew. Others involved seem to be well pleased also.

Saskatchewan:

The Saskatchewan Corrections Department operates three forestry camps and plans a fourth.

One of these differs from others described as the inmates work exclusively on a large Provincial Park. That fifteen - man camp is a satellite of nearby Regina Gaol, from which it draws inmates, staff, and direction. The inmates and

their guard are housed during winter months in the quarters vacated by the summer staff of the Park, but in summer they move out their mobile bunkhouses, cooking car and washroom car to a secluded part where park visitors seldom go.

Their work is laid out by the park maintenance foreman, and includes all the jobs that must be done in a large provincial park. They brush out camping grounds, plant posts, make and erect signs, clean the grounds, erect fences, fight fires and maintain the park generally.

Two forestry camps for 20 - 30 men each, operated from Prince Albert Gaol, have a programme like that of the Burwash Industrial Farm, Ontario. The semi-permanent camps are located in Forest Reserves where they operate the timber limit. At first they could cut only firewood, but now they take out all sorts of forest products - firewood, posts, poles, and sawlogs. They operate a sawmill and are authorized to sell material which is not needed for government use. Inmates are available for fire-fighting and as labour on forest research projects.

The Corrections Department pays all costs connected with the camp and the forestry department makes no payment whatever for any service received, although it incurs incidental expenses in laying out the work.

Manitoba:

Manitoba has three 40-man camps, all of which are in Provincial Parks and 80 or more miles from large centres like Winnipeg. Much of the work planned for them has been in

the preparation of the areas for use by campers - underbrushing, building roads, trails, campsites, buildings, tables, fireplaces and so on. These jobs were not considered economically feasible with paid labour, and in only one case met opposition from the unemployed. Other jobs like forest sanitation, reforestation and fire fighting on the park area were also done. The Department of Mines and Natural Resources, who operate the Provincial Parks, laid out the work and apparently made a financial contribution as prisoners were paid \$4.00 per day as fire fighters and 75 cents a day for a six day week on other work. The Parks people also supplied tools, but Corrections carried all the other expenditures.

Mr. Kitchen stated that the rehabilitation effects of the camp have been amazingly good. Of 800 men who have been in camp, only one percent have been charged with escape, and only one or two percent have been returned to gaol from the camps for reasons such as unsatisfactory behaviour.

Each camp has six supervisors; trainees do all cooking and camp maintenance. Going to camp is a voluntary matter and a prized privilege to those selected.

Public relations have been good. Very favourable press and television coverage has been given to the programme and only one criticism was met. Local people felt that hired labour should be used to repair picnic tables. The inmates then stopped doing that work.

Ontario

Burwash Industrial Farm, in the Sudbury District, has always carried out forestry operations as one of its industries. The lumber derived was required in building structures of the institution and the houses for the staff. Besides the freehold forest land, bought with the farm lands, they hold under agreement about 87 square miles of Crown timber, which is the subject of a series of short term agreements, the last of which was dated Nov. 27, 1958, for a term of six years. The whole forest area is set up as a management unit, for which the annual cut has been 500,000 f.b.m.

A forester, Mr. George Morrison, was seconded to the Department of Reform Institutions some years ago. He prepared a management plan which included a number of experimental silvicultural cuttings, tree planting, pruning and thinning. Many of his ideas were carried out before he left. Since his departure the Sudbury District has taken over the planning and management. A new management plan is being prepared and the district staff now supervise forestry work through the Burwash Management Unit Ranger, who keeps in touch with the woods foreman of the Farm.

The timber cut is chiefly pine and some spruce, the balance being birch and maple. Sawlogs are processed in the sawmill and the planing mill on the grounds, for government use. Woods work is done when farm work is slack, by men selected by the woods foreman. The crew is normally three to ten although as many as 70 have been used. Horses are used for

skidding, trucks for hauling but crosscut saws rather than chain saws are used for felling.

McCreights Dam Camp, near Thessalon, in the Sault Ste. Marie District, was established in 1957, as an emergency measure, to care for the overflow from the jail at Elliot Lake. After the crash of the boom there, the jail population dropped, and considerable difficulty was found for a time in maintaining the camp quota at 40. Inmates are drawn from the district jails at Sault Ste. Marie and Sudbury and directly from nearby magistrates' courts. In August 1963, the camp housed 50 inmates, of whom 30 were at Woods work, ten were on camp duty and ten were medically unfit.

Inmates are short-term offenders with minor offences like drunkenness, disorderliness or vagrancy; there is little thought of reforming them, and many of them are repeaters who keep returning to this refuge. Custody has not been a problem as very few have a desire to go away, and any trouble makers are sent elsewhere soon after they arrive.

This "open" camp was the first of its kind to be set up with co-operation of the Department of Lands and Forests. This Department supplied the site on Crown Land, beside a lake; the buildings, at a cost of about \$35,000; tobacco; and all transportation, including two vehicles and drivers, at first. Arrangements have since been changed so that the Department of Reform Institutions is responsible for all the items mentioned except providing the site. The camp is now a satellite of the Elliot Lake Reformatory, which was set up in 1960.

Work for the inmates is laid out by the forester of the Kirkwood Management Unit. Guards direct the inmates in the many useful jobs they have done. They have pruned plantations of pine, brushed out fireguards, developed access to pump sites, developed and cared for camping grounds, maintained roads, built culverts, weeded in the nursery, cleaned obstacles to navigation from waterways and done many other jobs which could not have been done with ordinary labour. The forestry staff is most appreciative of the work done.

Camp Hillsdale, a satellite of Mimico Reformatory, is located in Simcoe County, 18 miles north of Barrie. It was set up in 1956 by the Department of Reform Institutions in response to requests from the local municipalities, who sponsored a public meeting to discuss the idea and approve it. The municipalities wanted inmate labour to do work which they could not afford to do with their meagre tax revenues. Although, at first, the residents were fearful of convicts camping in their neighbourhood, they gave acceptance and are now staunch supporters of the open camp. The township councils set up a committee to plan the work. It meets once a year, draws up a plan, and gains the approval of the Minister of Reform Institutions. The officer in charge then carries out the approved work. Working within a 15-mile radius of Hillsdale, the inmates have done dozens of jobs. They have brushed out rights-of-way on rural roads, planted trees, fenced, improved streams, checked erosion, built dams and culverts, and set up local recreation areas with skating rinks, ball parks,

swimming facilities and picnic conveniences. When other work is not pressing, they do stand improvement work for the Department of Lands and Forests.

The 40-man semi-permanent camp was built by the inmates and their guards at a very low cash outlay. Land was supplied by a service club, lumber was obtained from Burwash Industrial Farm, tools and equipment were furnished by benefitting municipalities. A stream was dammed for a water supply, and a nearby field was made into a small golf course. The pioneer spirit of doing things at a low cost was stimulated and still prevails. The guards still work with the men to spur and encourage them, acting as group leaders. Five guards staff the camp, of whom some stay overnight, wakening only in emergencies.

The municipalities sponsor an annual tour to see work done and work planned, and follow this by tendering a dinner to the Minister of Reform Institutions. This dinner is attended by hundreds of local people, including the reeves, councillors, clerks and their wives, and serves to maintain excellent relations between the public and the camp.

Camp Hendrie - a satellite of Guelph Reformatory, was set up in 1960 on Hendrie Forest which is about ten miles north west of Barrie, in Simcoe County. Hendrie Forest belongs to the County of Simcoe and is managed by the Ontario Department of Lands and Forests. It carries about a thousand acres of pine plantations up to 40 years of age, in which there is a good deal of silvicultural work to do.

All camp costs are borne by the Department of Reform Institutions. Construction and equipping of the semi-permanent buildings cost \$20,000 - \$30,000 for 40 men, that is \$500 - \$750 per bed as compared to about \$12,000 per bed for more "secure" buildings. The camp carries seven staff members, one of whom is required for night duty, as the inmates are youthful and require closer control than the older men in other camps. Inmates include first offenders, of any age, and others who are under 21 years of age. Reformatory authorities are greatly pleased with the rehabilitation effort of Camp Hendrie "graduates".

Work is planned by the unit forester and laid out by the foreman to the officer-in-charge of the camp, who, with his guards, directs the inmates at work. As in other camps a variety of work is provided to keep up interest. Silvicultural work of pruning lower branches to provide access, removal of dead, broken, or undesired trees for camp and park firewood, sanitation cutting, thinning and releasing of better trees is the main occupation; other projects include building culverts, assisting in an archaeological excavation, improvement of ponds, brushing of roads and taking out forest products for use by the Reform Department. Lands and Forests contributes the use of a tractor and the tools required.

There is plenty of work to be done by the inmates, without touching any jobs normally done by paid labour. Coldsprings Camp was set up in 1963 as a satellite of the Bowmanville Boys Training School. It accommodates up to 40 wards,

15-18 years old, and has a staff of about 13, including the supervisor, cook, teacher, ranger and counsellors. The camp is built on property owned by the Ganaraska Valley Conservation Authority, as part of their forest, which is managed by the Department of Lands and Forests. These new buildings are well built, insulated carefully, heated with automatic oil furnaces, and well equipped. With their gleaming waxed floors, they offer a contrast to some of the earlier camps, which were built as temporary housing. Communication with the School is by radio, as no telephone is available. The camp is "open" like the others described. Visitors are encouraged to come, and picnic areas are provided for them. Like other camps it has television, library and sports equipment and it also has a classroom.

The Department of Lands and Forests arranged for the site and provided some of the tools as well as work to do, but makes no financial contribution as such. The work is planned and given general supervision by the forester at Orono. He deals directly with the ranger, a recent graduate of the Forest Ranger School, engaged by the Department of Reform Institutions especially to direct the boys in their forestry work. The work planned includes clearing land of undesirable trees, burning the brush, and other work too expensive to be done by ordinary labour.

The wards are divided into two groups, one of which works on forestry work, while the other is at camp attending school classes and doing camp duties. Besides their usual curriculum, the wards are given a course on forestry and general

conservation, augmented by field instruction and occasional trips to stimulate interest.

Transfer to camp is on a voluntary basis for both wards and the enthusiastic staff.

Beaver Creek Correctional Camp is the only camp of the Canadian Penitentiary Service which has done work for the Ontario Department of Lands and Forests. It is described in another paragraph.

Other Forestry work done by inmates in Ontario.

In the past, the Department of Lands and Forests has obtained a great deal of labour from the Department of Reform Institutions. Inmates at Port Arthur were used in preparing Provincial Parks for use, and in silvicultural work; Monteith Industrial Farm provided labour for fire-fighting, cone collection and nursery work; and Burwash Industrial Farm gave Sudbury District some excellent fire fighters. Quantities of moss for use on nurseries have been gathered at various places and the Burritts Rapids Farm has grown nursery stock for highway planting. Public pressure has made it difficult to continue many of the projects which seemed so desirable a few years ago.

Working at their own institutions, Reform inmates have produced 32,133 park tables 20,262 fireplace grills, 306 barbecues and 15,000 permit holders, as well as quantities of lumber, posts and other forest products for use by the Department of Lands and Forests.

Safety in the Forestry Camps of Ontario

At the request of the Deputy Minister of Reform Institutions, Safety Officers of the Department of Lands and Forests have visited the camps and made recommendations. They have also given Lateiner safety training courses to the staffs of the camps in Southern Ontario and discussed safety matters with the camp supervisors.

Hard hats have been supplied for all woods workers; safety goggles are available when needed; and safety boots may be supplied by Reforms. The camps are patrolled at intervals at night as a fire precaution; power saws are not used because they are dangerous and unsafe practises of all kinds are checked by the guards.

General

Camp inmates generally accomplish less than free labour. They are limited to jobs of low priority which would not be done otherwise; they use hand tools rather than power equipment; their working time is limited by the eight-hour shift of the guards, the "counts" required for custody, medical unfitness, and the camp housekeeping needs; and many of them lack an incentive to work.

They do much more and better work when they are interested in the job at hand. In some cases interest has been aroused by explaining the project to them, along with the whys and hows, discussing it and the progress made, challenging them, commending them for good work and generally developing a team spirit. Such action requires a fine type of supervision.

New Brunswick

New Brunswick has one camp of 20 inmates, housed in a former army camp and looks favourably on the idea of setting up other camps.

Working for the Provincial Department of Lands and Mines, the inmates cut out survey lines in summer and do stand improvement work in winter. Trained correctional staff members are needed to give adequate supervision to camp inmates, it is stated.

Quebec - Nova Scotia and Newfoundland have not reported any forestry camps for inmates.

Comments on Forestry Camps in Canada.

Of the Provinces, British Columbia seems to have made the greatest advances in its forestry camp programme. Although that Province has a comparatively small population totalling about 1,700,000, it has a camp capacity of 400, compared to 160 in Ontario and 350 in all other provinces combined. British Columbia has the most highly organized system of co-operation, it appears, and has gained considerable publicity for its programme. The Prairie Provinces have made splendid efforts to gain recognition also.

Corrections Departments bear nearly the whole cost, in all provinces. Forestry Departments lay out and supervise the work, supply tools needed by work parties, and in some cases provide incentive pay. Fire fighters are paid casual labour rates in Alberta, and \$4.00 a day in Manitoba. For other work, incentive pay is provided at lower rates. British Columbia pays

The first part of the report is a summary of the work done during the last year.

The second part is a detailed account of the experiments carried out.

The third part is a discussion of the results obtained and their significance.

The fourth part is a conclusion and a list of references.

The fifth part is a list of the names of the people who have helped me during the last year.

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10-80 cents per day, Alberta 50 cents, and Manitoba 75 cents per day.

Inmates of Penitentiary Branch forestry camps do not work on Provincial projects except in the Bracebridge area, although such co-operation would appear to be a logical future development. The Penitentiaries Branch needs useful employment for their rapidly increasing population and the Provinces have a great deal of work, developing natural resources in reasonably accessible areas.

United States of America

United States Forest Service

The U.S.F.S. permits the Federal Bureau of Prisons to establish work camps on National Forests, under a special use permit. It also enters into agreements to use the prisoners, - agreements which specify the responsibilities of each Service, including payment for Federal inmate labour at 10 cents per hour, compared to a much higher rate for State inmates.

The Forest Service lays out the work, provides tools and equipment for jobs and instructs Prison guards on the work. Bureau of Prisons people control the prisoners, approve the work program, provide officers, camps, food, clothing, transportation, and a statement of hours worked, which is the basis for payment.

Only prisoners under Federal jurisdiction may be used for ordinary Forest Service work, although State Prisoners can be used for forest fire fighting or other emergency.

1. The first part of the report is a general introduction to the subject.

2.

3. The second part of the report is a detailed description of the methods used.

4. The third part of the report is a discussion of the results obtained.

5. The fourth part of the report is a conclusion and a list of references.

6. The fifth part of the report is a summary of the main points of the report.

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A few camps have been set up on the National Forests, but little detail is supplied about them.

California

The California Conservation Camp programme, started in 1946, comprises 34 camps for 1980 Correctional Department inmates and 340 Youth Authority wards. As it is the largest studied, and as it has been adequately reported, it is described in detail.

Although it is carried out as a joint project by the Corrections Department, the Youth Authority and the Forestry Division of the Conservation Department, the latter body appears to accept the greater part of financing. That point is in sharp contrast to the usual Canadian arrangements. Possibly it has developed to give Forestry more control and possibly it derives from the fact that the inmates are used chiefly on fire protection of the 34 million acres of forest land protected by the State. Forest fire protection receives substantial subsidies from the Federal government, the amounts being based on expenditures.

The forestry contribution to the camps includes:

- (a) Building and equipping the camps, some of which cost as much as \$500,000.
- (b) Paying for the services of the inmates at rates of \$2.05 - \$2.40 for every day every inmate spends at camp (Unsatisfactory inmates need not be retained.)
- (c) Providing forestry supervisory and clerical staff numbering as many as 11 for an 80 - man camp.

- (d) Providing transportation from camp to work and return.
- (e) Providing tools and equipment needed on work projects.

Corrections supplies:

- (a) The number of inmates required by Forestry.
- (b) Their food, clothing, laundry, fuel and other camp needs.
- (c) The Correctional staff required.
- (d) Assurance that the inmates supplied will work well or be replaced.
- (e) Additional inmates when required in a fire emergency and
- (f) Incentive pay to inmates of \$15.00 per month.

Although the inmates work mainly on such fire protection jobs as fighting fires, maintaining roads and fireguards, reducing hazards, and manning towers, they also do other forestry work. They clear stream obstructions to let salmon come upstream to spawn, develop parks for public use, maintain roads and trails, and do silvicultural work in the forests. Ten per cent of the inmates are allotted to camp duties of cooking, house-keeping and maintenance and the rest are used on forestry work. They are turned over at 8 a.m. to the forestry foremen who direct their work and are responsible for their custody until they are returned to the Corrections staff in the evening, except on overnight fires, when a Corrections Officer goes along for the duration of the job.

As there is such a close relationship between the staffs of the two departments it has been necessary to train each staff in the work of the other. This is done by short courses of lectures and discussions as well as by field training. Integration at higher levels is done by joint committees which draw up plans and review administrative matters.

California has doubled its camp programme in the last seven years and plans further increases. By adding two camps a year it expects to put 12 per cent of its 20,000 prisoners in camp soon; it also expects to increase the number of Youth Authority wards above the present number of 300; and if unemployment increases, it may set up camps for "free" people as well.

Camps are of various types. The largest will house 100 men in semi-permanent buildings; others house 50 - 80 men in a 17-trailer camp; and some "spike" camps are for only 20 inmates. The amenities are supplied in most, for they have libraries and lecture rooms, television, radio and sports equipment as well as canteens and excellent kitchens.

Wisconsin

Wisconsin officially started its Correctional Camp programme in 1926, although previous experience in the use of prisoners in camps goes back to 1913. They now have three camps for prison inmates, with capacities of 50, 75 and 75 respectively; and a new \$400,000 camp for 50 juvenile offenders, 16-18 years of age. Wisconsin also has two Youth Conservation

Camps, capacity 100 boys each, for high school boys, in a program like that of our Junior Rangers, on a smaller scale.

The Camp programme was started to relieve overcrowding in prisons, to expand the forestry programme and to bring in better penology.

Below is a quotation from a Wisconsin Corrections publication:

Working Agreement with the Conservation Department.

1. All forestry camps were to be treated on land owned by the State.
2. The prison would furnish -
 - (a) the prisoners
 - (b) the guards
 - (c) buildings for housing prisoners
 - (d) food and clothing
 - (i) At first the Conservation Department provided funds for food but later the prison budget was increased enough to assume this obligation. The Conservation Department now pays \$1.00 per day for each inmate to the operating institution.
 - (e) Medical care
 - (f) Transportation for camp needs.
3. The Conservation Department would furnish -
 - (a) Technical advice on forestry work. In some cases one qualified Forest Ranger was supplied to a camp; in other cases he supervised two camps.
 - (b) Equipment for forestry work.

(c) Transportation for work.

(d) Buildings for forestry equipment.

Three to five Corrections employees are assigned to a camp of 50 - 75 men, a ratio of 1:15. Work done includes operation of a tree nursery; reforestation of thousands of acres; clearing underbrush from roads, parks and forests; building fire lanes; building roads and bridges; maintaining parks; logging; sawmill operation; Horicon Marsh wildlife management; general maintenance; and it is said: "They are the back bone of forest fire fighting crews". On camp duty there is one inmate, assigned to night duty, who keeps the fires going, wakens an officer in an emergency, takes an inmate count each hour and protects against fire, theft by the public, and damage from deer. Others are assigned as cooks, and clerks for which they are trained on the job.

Although camps have been operated as satellites of bigger institutions, the Wisconsin Correctional Camp System was activated in 1962 to include all forestry and farm camps. It is only now getting under way, but this new administrative arrangement will facilitate expansion of the programme.

Michigan

The State of Michigan has 13 camps for 100 men each, and operates them in much the same way as California does.

One striking difference is that the Michigan Conservation foreman is a working member of the crew, who gets his hands dirty. By so doing he establishes a feeling of fellowship which he uses to develop better attitudes in the inmates and so he gets higher production.

"The best foremen are the hardest workers" it is stated.

Each foreman is given a ten-man crew. He picks them up at camp in the morning and takes them to work - anywhere within fifty miles of camp - and returns them at night.

"The Conservation Department pays \$3.02 per inmate day to Corrections. In 1961 inmates spent 179,610 man days doing work for which other funds would not have been supplied. Distribution of the time by services, was - to Parks 50 per cent; to State Forests 25 per cent; to Fish and Game 15 per cent; and to miscellaneous work 10 per cent."

Differing from others is the arrangement of Corrections with the Ford Forestry Centre at L'Anse. That forest research center draws prison labour to do routine jobs of gathering data, setting up plots and doing clerical work. The professors give the inmates a course of lectures to explain the work and provide background information, and are highly pleased with the help they receive. The crew supplied is usually about ten in number although it varies from seven to 30.

New York

Reports from New York State, written by sociologists, stress the rehabilitation effort in forestry camps for delinquent youths.

Two camps, Pharsalia and Monterey, each hold 80 boys who have served time in penitentiaries. Each camp is staffed by 22 in all, most of them counsellors, one of whom is assigned to each ten-man working squad. The objective is to develop in

the inmates better health and better attitudes to work and society. This is done by close contact between the staff member and his squad, and by group counselling or "bull sessions".

Forestry supplies the work programme which includes tree planting, clearing of park and road areas, logging, saw-mill operation and preservative treatment of logs as well as general maintenance. Three forestry foremen lay out the work and supervise generally.

Boys are paid 20 to 50 cents per day, based on their work habits and ability, the rates being fixed by the Corrections staff.

Two new camps are being built to house 100 boys each, and another is planned for younger boys, 15 - 16 years old.

Camp officials do not consider that they are providing cheap housing but they do feel that they are achieving better reform and also doing useful forestry work.

Other States have quite extensive programmes which have not been reported to this office. Youth camps have received greatest emphasis.

Public Relations - States of U.S.A.

From the fact that those in charge took time to write enthusiastic letters in reply to our enquiries, and that there is a good deal of printed material available, it is evident that those States to whom we wrote are carrying on a fine public relations effort. It is aimed at obtaining public acceptance of the programmes, and its success may be judged from the

liberal appropriations supplied by the legislatures.

At first the emphasis was placed on the need for economical housing to relieve over-crowding, but, as time passed, the stress was transferred to the benefits obtained - the constructive work accomplished and the salvaged careers of the Camp inmates.

Establishing and maintaining good relations between the staff members concerned has been given a great deal of attention also. Frequent mention is made of joint committees, lectures and discussions; and the responsibilities of departments and officials have been carefully defined, to avoid misunderstandings and conflicts of opinion.

United Nations

The United Nations recommends:

1. Use of open institutions like forestry camps as a rehabilitation measure.
2. The right of all prisoners to work.
3. The right of prisoners to be paid for work at a fair rate, after deduction of costs incurred, for board, clothing and custody.
4. Minimizing differences between life in prison and life outside.
5. Making prison labour "not afflictive, but stimulating".
6. Not subordinating the interests of prisoners, to those of making a profit.
7. Making the rules, safety, and social welfare conditions for prison labour as like as possible to those of free labour.

Other Countries

Reports of the United Nations give some relevant information about inmate labour in forestry work.

Denmark, Finland, Sweden, Italy and Japan report that inmates do forestry work; Australia, United Kingdom and Yugoslavia use their inmates on general conservation work.

Jobs done include tree planting, fire prevention and suppression, erosion control and construction of roads.

Payment to prisoners varies widely. Finland pays up to 100 per cent of the rate paid to free labour; Denmark 7 per cent; Sweden 4 per cent; and the United Kingdom 3 per cent.

Contrasting and Common Features of Camp Programmes.

Reports studied indicate some sharp variations and some features common to all.

The variations include:

1. Extent of the programme. California has 34 camps with a capacity of 2320; others, one or two with a capacity of 20.
2. Number of inmates per camp (16-100)
3. Type of housing - semi-permanent buildings to trailers.
4. Costs of housing - some reports quote housing costs as negligible; others \$5,000 per bed. More highly organized camps are more expensive.
5. Financial arrangements between co-operating departments. Forestry services in California pay a very high proportion of costs, but in Canada, the custodial services carry the load.

6. Incentive pay to inmates. Several systems report casual labour rates for inmates used as forest-fire-fighters; California pays \$15.00 per month for all work; others nil to \$1.00/day.
7. Ratio of staff to inmates varies from 1:16 to 1:3.
8. Relation of forestry staff to inmates. In Canada only guards direct inmates; in California and Michigan, forest rangers direct them.
9. Integration of co-operating staffs. In some cases the ranger visits the camps from time to time; in others, up to 13 forestry staff are stationed at the camp.
10. The type of work done.

Although all jurisdictions agree that inmate labour should not be used on jobs for which men would otherwise be hired, adaptation to local conditions permits some authorities to assign work which cannot be assigned by others.

One varying condition is the level of silvicultural work accepted as being economically feasible by hired labour. That level depends on factors such as the nature and value of the crop, its proximity to market and the productivity of the land. Another variant is the state of public opinion as expressed in funds voted, pressures to provide employment, and emphasis on some particular phase such as recreational facilities. Such variants lead to acceptance of a certain type of work at one time and place and rejection of the same job elsewhere or at other times.

As an example onemight note that nursery work and tree planting are acceptable for inmate work in British Columbia. Inmates of Ontario institutions, notably Monteith Industrial Farm, were so occupied some years ago, but public pressure caused a change in policy. Similarly park development is now done in Manitoba, as was the case in Ontario in 1955 - 1957, when funds for that purpose were more limited. Forest fire fighting is a job well adapted to inmates because they can be trained in advance and made available on short notice. Inmates are widely used for that job but not in areas where suitable labour requires employment, and timber values are high enough to warrant hiring men.

Other limiting factors are the unwillingness of some officials to initiate new procedures; custodial difficulties; and problems of housing and transportation.

Features Common to all include -

1. The active co-operation of the two departments, representing forestry and custodial services.
2. Avoidance of work which would otherwise be done with paid labour. Interpretations of this rule vary however, as explained in item 10 above.
3. Satisfaction with the effects of camping on inmates.
4. Intentions to extend the programmes.
5. Feelings of satisfaction that the inmates are engaged in productive work.
6. A need to gain acceptance of the programme by the inmates, the public and particularly by the staffs of the departments involved.

Sources of Information

Canada

Annual Reports of the Commissioner of Penitentiaries.

Letters from the Office of the Commissioner of Penitentiaries.

Interviews with the Superintendent of Beaver Creek Correctional Camp.

British Columbia

"Project #46-" British Columbia Forest Service Publication B. 49.

Letters from Department of the Attorney General and Forest Service of British Columbia.

Alberta

"Land Forest Wildlife", September - October 1962 issue
- a periodical of Alberta Department of Lands and Forests.
Letter from Attorney General's Department.

Saskatchewan

Letters from Corrections Branch, Department of Social Welfare and Rehabilitation, and Department of Natural Resources, of the Province of Saskatchewan, with mimeographed reports.

Forests and Outdoors - issue of September 1960.

Manitoba

Letter from the Office of Director of Corrections, Manitoba Department of the Attorney - General; with photographs and map.

Ontario

Correspondence and reports, on file at Silviculture Section, of Timber Branch, Ontario Department of Lands and Forests.
Interviews.

Quebec -

Letter from Prison Services, Department of the Attorney-General, Province of Quebec.

New Brunswick

Letter from the Department of the Attorney-General, Province of New Brunswick.

United States of America

Letters with attachments from the Forest Service, United States Department of Agriculture.

California

Letter from State of California, Department of Natural Resources, Division of Forestry, with copy of Circular letter #113-8 "The Duties and Behaviour of Division of Forestry employees in the Conservation Camp program" - 55pp. "1961 Conservation Camp Program" - 22pp - publication of State of California, Department of Conservation. Progress Report on Expanded Use of Prison Inmates in the Conservation Program - 63 pp. - Published by the Senate of California.

Wisconsin -

Letter - from State of Wisconsin, Department of Public Welfare, Division of Corrections, with mimeographed item "Farm and Forestry Camps" - 11pp. and publications "Rebuilding People" - 40pp. "Quarterly Report of Wisconsin State Department of Public Welfare" - 20pp.

Michigan

Letters from - Department of Conservation

State of Michigan

- Ford Forestry Centre, of Michigan College of Mining and Technology with mimeographed reports.

New York

Work Camps for Young Offenders - Lee J. Cary.

Youth Development Center, Syracuse University.

Other States

Proceedings of the American Correctional Association.

Other Countries - the following publications of the United Nations Prison Labour - 97 pp.
International Review of Criminal Policy.
The Integration of Prison Labour with the National Economy - 165 pp.
First United Nations Congress on the Prevention of Crime and the Treatment of Offenders. - 103 pp.

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STATISTICAL SUMMARY OF AVAILABLE INFORMATION ABOUT FORESTRY
CAMPS FOR INMATES

LOCATION	NUMBER OF CAMPS	INMATE CAPACITY OF ALL CAMPS	TOTAL NO. OF SUPERVISORS	RATIOS STAFF TO INMATES	
				IN CAMP	WORK CREWS
Canada Penitentiaries	6	480	120	1:4	-
British Columbia	8	480	100-110	1:4 or 5	1:15
Alberta	8	128	16	1:8	1:16
Saskatchewan	3	75	-	-	1:15
Manitoba	3	120	18	1:6	1:10- 20
Ontario	4	160	35- 40	1:4	1:10- 20
New Brunswick	1	20	-	-	1:20
United States Forest Service	-	-	-	-	-
California	34	2320	700-800	1:3 or 4	1:10
Wisconsin	4	250	-	1:15	-
Michigan	13	1300	-	-	1:10
New York	4	360	90	1:3 or 4	-

NOTE: - Indicates that information has not been supplied.

STATISTICAL SUMMARY OF AVAILABLE INFORMATION ABOUT FORESTRY

CAMPS FOR INMATES

WORKERS DIRECTLY SUPERVISED BY	C A M P S			CONSTRUCTION COSTS PAID BY
	TYPE TRAILER-T BUILDINGS-B	COSTS OF CONSTRUCTION		
		PER CAMP	PER INMATE	
<u>CANADA</u>		\$		
Pen. Staff	B.	\$150,000 - \$200,000	\$2,000-2,500	Penitent.,
<u>B. C.</u>				
Corrections	B.	-	-	Corrections
<u>ALBERTA</u>				
Corrections	T.	-	-	"
<u>SASKATCHEWAN</u>				
Corrections	B. & T.	Very low	Very low	"
<u>MANITOBA</u>				
Corrections	B.	-	-	"
<u>ONTARIO</u>				
Reforms	B.	\$2,000- \$35,000	\$50-\$900	Reforms
<u>N. B.</u>				
Corrections	B.	Very low	Very low	Former Army Camp suppld. to Corrections
<u>UNITED STATES</u>				
<u>FOREST SERVICE</u>	B. & T.	-	-	-
<u>CALIFORNIA</u>				
Forestry	B. & T.	up to \$500,000	\$5,000- \$6,000	Forestry
<u>WISCONSIN</u>				
Corrections	B.	-	-	-
<u>MICHIGAN</u>				
Forestry	-	-	-	Forestry
<u>NEW YORK</u>				
Corrections	B.	High	High	Corrections

NOTE: - Indicates that information has not been supplied.

STATISTICAL SUMMARY OF AVAILABLE INFORMATION ABOUT FORESTRY

CAMPS FOR INMATES

LOCATION	W A G E S P A I D		
	TO CORRECTIONS BY FORESTRY	INCENTIVE PAY TO INMATES	
		FROM FORESTRY	FROM CORRECTIONS
Canada	N I L	\$1./hr - fire fighters only	N I L
British Columbia	-	-	10-80¢/day
Alberta	-	\$1.25/hr. fire fighters 50¢/day-other	
Saskatchewan	N I L	N I L	N I L
Manitoba	-	\$4.00/day fire fighters 75¢/day-other	
Ontario	\$1.00/day fire fighters only.(Bur- wash only)	\$1.00/day fire fighters (Burwash only)	N I L
New Brunswick	-	-	-
UNITED STATES FOREST SERVICE	80¢/man/day to Federal prisons. \$8.00/man/day to State authorities for fire fighters.	-	-
California	\$2.05- \$2.40/day	-	\$15.00/month
Wisconsin	\$1.00/day	-	-
Michigan	\$3.00/day	-	-
New York	-	N I L	30-50¢/day

NOTE: - Indicates that information has not been supplied.

TABLE FOR INMATES

LOCATION	TO CORRECTIONS BY FORESTRY	INMATE TAX TO INMATE	INMATE TAX TO INMATE
Canada	N I L	\$1.00/hr - fire lighters only	N I L
British Columbia	-	-	10-30¢/day
Alberta	-	\$1.25/hr. fire lighters 50¢/day-other	-
Saskatchewan	N I L	N I L	N I L
Manitoba	-	\$1.00/day fire lighters 75¢/day-other	-
Ontario	\$1.00/day fire lighters only (but wash only)	\$1.00/day fire lighters (butwash only)	N I L
New Brunswick	-	-	-
UNITED STATES FOREST SERVICE	30¢/man/day to Federal prisons \$8.00/man/day to State authorities for fire lighters	-	-
California	\$2.00- \$2.40/day	-	\$15.00/month
Wisconsin	\$1.00/day	-	-
Michigan	\$3.00/day	-	-
New York	-	N I L	30-50¢/day



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